

Outsourcing Support Office

# **GUIDE TO PREPARING THE TECHNICAL PERFORMANCE PLAN (TPP)**

— **A Supplement to**  
*Succeeding at Competition*

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**Facilities Engineering Command**

**Naval Supply Systems Command**

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## 1. INTRODUCTION

The Office of Management and Budget (OMB) Circular Number A-76, Revised (Circular A-76) and its related Supplemental Handbook of March 1996 were designed in part to “...*provide a level playing field between public and private offerors to a competition....*” The Technical Performance Plan is required as a critical step in the Commercial Activities (CA) process to ensure a level playing field.

OMB Circular A-76 Supplemental Handbook (Chapter 3, Section H, paragraph 3.a) requires that “.....*the government, like the private sector offerors, shall submit the Technical Performance Plan required by the solicitation.....*” government solicitations require industry to submit a technical proposal and a cost proposal. The Technical Performance Plan (TPP) is the government equivalent in many respects to the industry technical proposal.

The Outsourcing Support Office (OSO) publication *Succeeding at Competition: Guide to Conducting Commercial Activities Studies* provides guidance and an outline for developing a TPP. This supplemental guide provides additional detail on TPP preparation. It is based on industry practices for preparing proposals in response to government solicitations and on the lessons learned in preparing a successful TPP.

This guide identifies significant steps and the associated documentation required for planning, writing, and producing the TPP. Templates are provided for the major events in the process to assist the TPP team leader and his or her team. Suggestions on data collection and overall management of the TPP effort are included. Information on maintaining a level of independence to ensure that the TPP effort will not be perceived as having an advantage over industry proposers is provided. Also, requirements for protecting the TPP as a *source selection sensitive* document are addressed.

## 2. PLANNING

### 2.1 OVERVIEW

The Technical Performance Plan (TPP) is the government's proposal for meeting the performance requirements of the Performance Work Statement (PWS) and must be based on the most efficient organization (MEO). Because of the direct relationship between the MEO and the In-House Cost Estimate (IHCE), the TPP must be executable within the constraints of the IHCE.

The TPP will normally address such factors as how the performance outcomes will be achieved, measures of performance, staffing by functional area, staffing utilization, facilities utilization, and how changes in workload will be addressed in the new organization. However the government's request for proposals (RFP) will ultimately dictate what is addressed in the TPP.

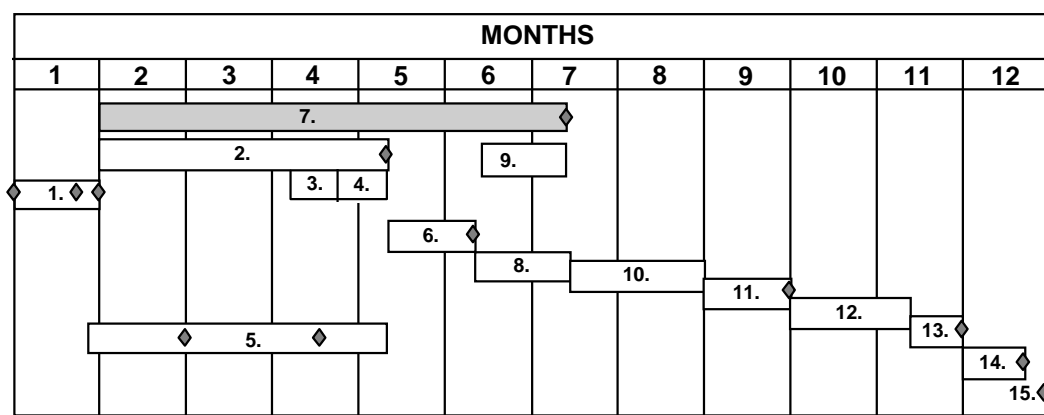
Because the TPP is based on the PWS, MEO, and IHCE, the team members should start gathering information early in the process, as these documents are being prepared. A thorough understanding of the bases for these documents will be essential in developing the

approach for organizing, staffing, and accomplishing the task requirements of the RFP.

The TPP is an essential part of Step 7, Develop the Management Plan, in the timeline in *Succeeding at Competition* (Exhibit 2-1). The TPP will normally be the last element of the Management Plan (which include IHCE, MEO, IHCE, TPP, and Transition Plan (TP)) to be completed. It is the most comprehensive and requires an understanding of the PWS, MEO, and the TP.

The TPP Team should be established in Step 1, Plan for Commercial Activities Study. The team members should participate in Step 2, Develop PWS and Quality Assurance Surveillance Plan (QASP), and Step 7, Develop the Management Plan. It is essential that the team have a thorough understanding of the PWS, the MEO, and the TP. The TPP must be responsive to the requirements of the government's RFP. Consequently, the final TPP cannot be developed without the RFP. Exhibit 2-2 provides a comparison between the private industry proposal and government TPP processes.

Exhibit 2-1: A-76 Timeline



◆ Major Milestone Event

### DESCRIPTION OF STEPS ON THE A-76 TIMELINE

**Step 1: Plan for Commercial Activities Study**

**Step 2: Develop PWS and QASP**

**Step 3: Review and Revise PWS and QASP**

**Step 4: Obtain High Level Approval of PWS and QASP**

**Step 5: Conduct Presolicitation Actions**

**Step 6: Prepare and Issue Solicitation**

**Step 7: Develop the Management Plan**

**Step 8: Respond to Solicitation**

**Step 9: Perform Independent Review**

**Step 10: Evaluate Proposals**

**Step 11: Obtain Prenegotiation Clearance Approval**

**Step 12: Conduct Discussions with Offerors**

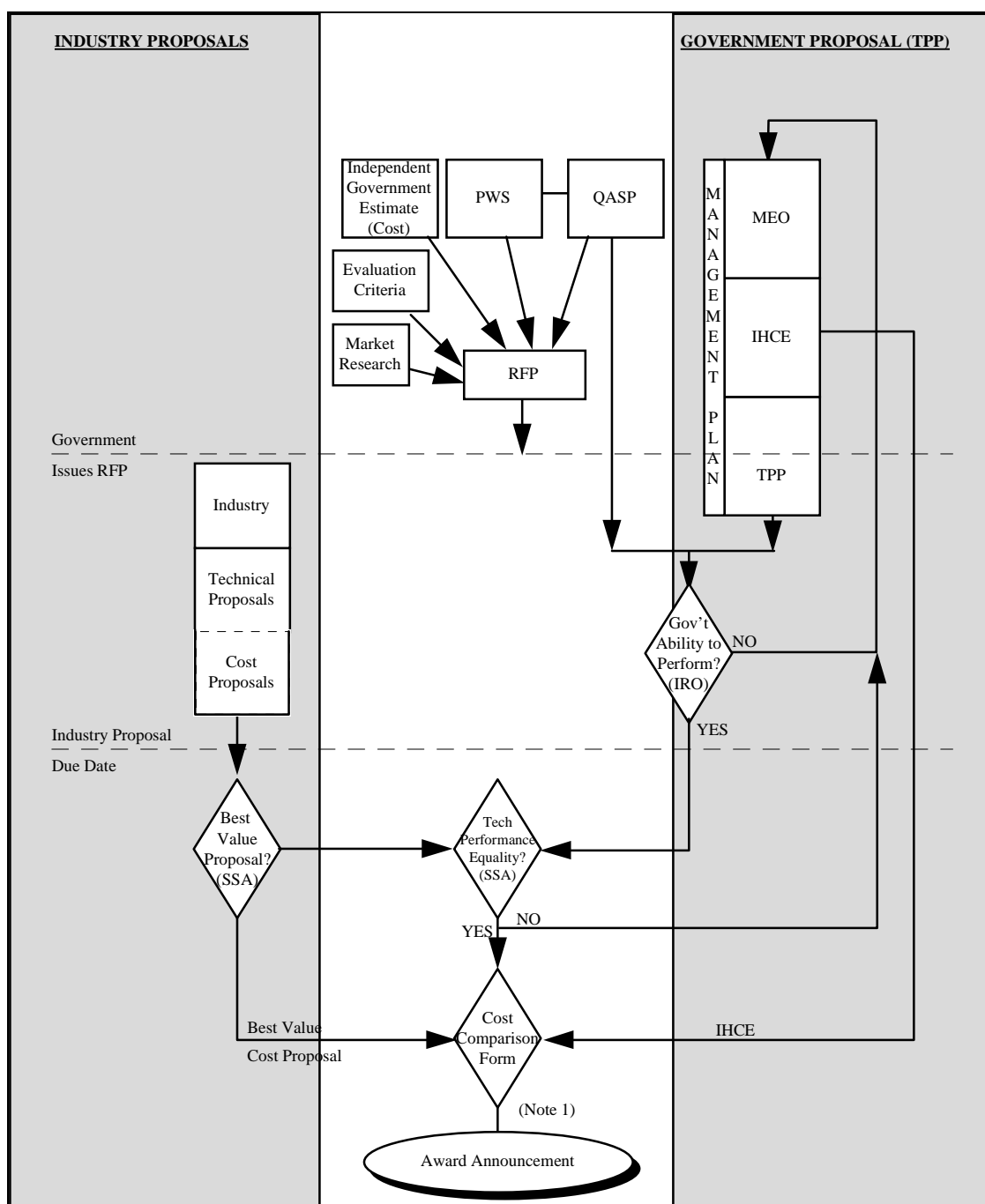
**Step 13: Obtain Final Clearance Approval for Selecting Best Value Contractor Proposal**

**Step 14: Compare Government and Contractor Proposals**

**Step 15: Announce Tentative Decision**

MAJOR MILESTONE EVENT		OCCURS DURING	DUE NO LATER THAN THE END OF MONTH
1a.	Receive CNO announcement of A-76 study.	Step 1	--
1b.	Conduct business unit definition.	Step 1	1
1c.	Complete Action Plan.	Step 1	1
2.	Complete Performance Work Statement (PWS) and Quality Assurance Surveillance Plan (QASP).	Step 2	4.5
3.	Issue <i>Commerce Business Daily</i> (CBD) announcement for presolicitation meeting.	Step 5	2
4.	Issue <i>Commerce Business Daily</i> (CBD) announcement for issuance of solicitation.	Step 5	3.5
5.	Issue solicitation.	Step 6	5.5
6.	Complete the Management Plan (consisting of the Most Efficient Organization (MEO) document, <b>Technical, Performance Plan (TPP)</b> , Transition Plan (TP), and In-House Cost Estimate (IHCE)).	Step 7	6.5
7.	Issue Prenegotiation Clearance Memorandum (if necessary).	Step 11	9
8.	Issue Final Clearance Approval Memorandum (if necessary).	Step 13	11
9.	Complete Cost Comparison Form (CCF).	Step 14	12
10.	Announce tentative decision	Step 15	12

Exhibit 2-2: Industry and Government Proposals



Note 1. The final decision of the CA study is based solely on a cost comparison between the private industry best value proposal and the government proposal. The Source Selection Authority ensures that the scope of work and performance standards are the same. The contracting officer then compares the industry cost proposal with the IHGE and makes an award based solely on cost.

## 2.2 FORMING THE TPP TEAM

In creating the TPP team, the CA team leader should consider the skills and functional knowledge required to plan, write, and present a proposal based on the MEO and responsive to the RFP. The TPP team leader should be familiar with the RFP process and the requirements and contents of a typical industry proposal. It is imperative that team members be selected in Step 1 of the CA process. This will ensure that they are available to participate in the activities necessary to gain the functional knowledge and understanding of the MEO needed to develop the TPP. The availability of team members during the critical stages of the TPP preparation is essential.

### 2.2.1 The TPP Team Leader

The TPP team leader should be a member of the core CA team. The leader should have good supervisory skills and must be available full time during the TPP final development period (between RFP release and industry proposal due dates). He or she should have a thorough understanding of the RFP and proposal process for negotiated contracts. If possible, the leader should not be the same person as the CA team leader or the Management Plan team leader. The TPP team leader will have access to the MEO and IHCE and cannot be a member of the Source Selection Board (SSB) or be the Source Selection Authority.

### 2.2.2 Team Members

Team members should be drawn from individuals involved in the other critical and labor intensive parts of the Circular A-76 study process, the PWS, MEO, IHCE, and TP. The TPP is based on information gathered during these processes and cannot be completed until such processes are completed. It is possible for a person to serve on the MEO, IHCE, or TP teams as well as the TPP team. It is recommended that only one member of the TPP team should come from each of the other

Management Plan element teams (refer to Template 2.5.1). The command legal counsel and ethics advisor may be consulted to ensure that no ethical or legal violations occurs a result of these assignments.

## 2.3 ROLES AND RESPONSIBILITIES

### 2.3.1 CA Team Leader

The CA team leader is responsible for appointing the TPP team and its leader in Step 1. The CA team leader will protect the source selection sensitivity of all Management Plan documents. Personnel who will have industry proposal evaluation responsibilities will not be assigned to the IHCE, MEO or TPP teams. The CA team leader will ensure that the TPP team fully understands the schedule and the criticality of the TPP completion milestone.

### 2.3.2 TPP Team Leader

The TPP team leader is responsible for planning, coordinating information assimilation, writing, and production of the TPP by the planned completion date. Inadequate planning and insufficient information could have a significant impact on the TPP development workload and on-time completion of the final TPP. Such delays could impact the study process and cause delays in the CA study award announcement. The team leader will develop, coordinate approval, promulgate, and ensure team understanding of the TPP schedule and action plan (refer to Template 2.5.2).

## 2.4 DEVELOPING THE TPP ACTION PLAN

The preliminary TPP action plan will be completed during Step 1 and approved as part of the CA action plan. The TPP team leader is responsible for developing the action plan. The action plan should define the information to be gathered and the methodologies for collecting and analyzing the data. The plan should be organized as specific tasks, and each task should be assigned as a responsibility of a TPP team



member. Expected completion dates should be established and a milestone schedule created. A sample format for the TPP action plan is provided in Template 2.5.3.

## 2.5 TASK TEMPLATES

The purpose of templates is to provide the TPP team leader with tools to aid in completing the planning steps as effectively as possible. These templates are intended as a guide for the TPP team. They should be revised as needed to meet specific user requirements. Templates included in this section are:

- 2.5.1 TPP Team Staffing Matrix
- 2.5.2 Team Leader Job Description
- 2.5.3 TPP Action Plan

### 2.5.1 TPP Team Staffing Matrix

The TPP team composition will vary in size with the complexity and scope of the function being studied, but the representation from other Management Plan elements will normally be consistent. There is no standard defining how large or small the team should be. Template 2.5.1 provides a nominal TPP team. The TPP team leader's participation will be required throughout the study however, the leader must be dedicated full time during the TPP development period (from one week prior to

RFP release until the Management Plan is approved and sealed). It is important that a member of each of the PWS, MEO, IHCE, and TP teams be members of the TPP team. This requirement must be recognized in Step 1 and allowances made for moving personnel to the TPP team on a full time basis on the RFP release date. The word processing assistant is key to the efficiency and success of the team. The accuracy of the TPP can be enhanced significantly by participation of the functional manager. This manager normally is very familiar with the operation of the function under study and, of course, should be intimately familiar with the proposed operation of the function under the MEO.

Potential conflict of interest implications for post award employment must be considered when assigning government employees to the TPP Team. Guidance in this area is provided in the A-76 Supplemental Handbook, Chapter 3, paragraph B.3 (Exhibit 2.2.)

After the Management Plan is approved and sealed the TPP team members can return to their primary duties. They are subject to recall if the source selection authority requires that performance adjustments be made in the TPP.

### Exhibit 2.2: Employment Restrictions for TPP Team Members

Procurement restrictions prohibit Federal procurement officials from subsequently working for a contractor on a procurement in which the procurement official was involved. "Procurement official" in this sense includes personnel in the commercial activity who are directly and substantially involved in preparing or approving the PWS, management plan, the in-house cost estimate, or supporting the source selection evaluation process. (See FAR 3.104-4(h)(3) and 41 USC 423.)

- a. Employees who participate or provide data to support the development of the various study elements, but do not review, approve or have direct knowledge of the final performance work statement, performance standards, MEO, or in-house or contract cost estimates are not considered "procurement officials" and are not affected by this restriction. Consult legal counsel for an opinion on any questionable matter or circumstance.
- b. The participation of functional experts is essential to the quality of the cost comparison. However, when participation on the study team could adversely affect their rights under the Right-of-First-Refusal or the opportunity for future employment with the contractor, employees should be given the option to decline participation.

### Template 2.5.1: Suggested Team Staffing Matrix

TPP TEAM	PART TIME/ FULL TIME	COMMENTS
<b>Team Leader</b>	Part Time Full Time	Until 1 week prior to RFP Until management plan is sealed During performance adjustments (if required)
<b>Member from:</b> <b>PWS Team</b> <b>MEO Team</b> <b>IHCE Team</b> <b>TP Team</b>	Minimal time until RFP release Full time after RFP release	Organizational meetings and data gathering  May include weekends, holidays, etc.
<b>Word Processing Assistant</b>	Minimal time until 2 weeks before RFP release Full time after RFP release	Set up LAN software Set up database of study document files Establish TPP format templates Document version control Word processing and graphics support Integration and production
<b>Editor</b>	Part time during last half of TPP period	Person who normally proofs command level correspondence
<b>Final TPP Reviewer</b>	Part time during last half of TPP period	Person who can approve command level correspondence
<b>CA Team Leader</b>	Part time	Advisory capacity and only if not involved in source selection plan or process
<b>MEO Manager</b>	Part time	Ensures understanding of Planned Performance

### 2.5.2 Team Leader Selection

The CA Team leader should solicit input from the Management Plan team leader and the contracting officer in identifying the TPP team leader. This position description provides criteria for selecting a qualified leader.

#### Template 2.5.2: Team Leader Job Description

**Position:** TPP Team Leader

**Job Description:** This individual is responsible for planning all activities and functions necessary for the completion of the TPP on schedule. The TPP team leader will report directly to the Management Plan team leader. The TPP team leader is responsible for establishing a schedule for the TPP, ensuring that information needed for the TPP is gathered throughout the Circular A-76 study, writing and producing the TPP, and protecting the TPP as a source selection sensitive document. The TPP team leader is responsible for interfacing with team leaders of other elements of the Management Plan and the PWS and the Command-designated Independent Reviewing Officer (IRO.)

**Criteria for Selection:** The most important criterion for the TPP team leader is proven ability to manage a multifaceted tasking and a diverse group of individuals to produce deliverables within schedule. The team leader must be knowledgeable of the contracting process, RFPs, and industry proposals. The ability to get information both within the command and from other sources quickly and to obtain services from support organization on short notice is needed. The TPP team leader must be available part time until the a week before the RFP is released and then full time until the TPP (and Management Plan) are approved by the IRO and the Commanding Officer.

**Desired Experience:** Should be an experienced manager who understands the contracting process and has a familiarity with RFPs and industry proposals.

### 2.5.3 TPP Action Plan

The objective of Step 1 of the A-76 Timeline is to develop a detailed plan for conducting the A-76 study. The TPP action plan is a subset of the overall Step 1 planning function. The purpose of the action plan is to identify the requirements of each of the tasks to be conducted, a time estimate to complete each task, and resource requirements. The TPP action plan that is developed in Step 1 will not have details on specific writing requirements. These will be added once the RFP requirements are known. However, enough information should be available at Step 1 to estimate resource requirements. The action plan will be the overarching document that defines the TPP components and guides the TPP team in writing the TPP.

The TPP final Action Plan, identifying the tasks to be performed by each team member, should be based on the draft action plan developed by the TPP team leader and augmented by suggestions made during TPP team meetings. It should be developed as a group effort by the TPP team and should include the following elements:

Template 2.5.3: Action Plan

ELEMENT	RESPONSIBILITY	RESOURCES	COMPLETION DATE
<ul style="list-style-type: none"> <li>• Select TPP Team Leader</li> <li>• Identify team members and responsibilities               <ul style="list-style-type: none"> <li>– Organizational meeting</li> <li>– Data gathering assignments</li> </ul> </li> <li>• Provide schedule covering key events               <ul style="list-style-type: none"> <li>– Before and after TPP writing period</li> <li>– Detailed TPP Section writing schedule</li> <li>– List major milestones and other key events</li> <li>– Identify individuals responsible for milestones, key events, and TPP Sections</li> </ul> </li> <li>• List key supporting information and source               <ul style="list-style-type: none"> <li>– Descriptions</li> <li>– Timeframe for gathering information</li> <li>– Specific information requirement and source</li> <li>– Resources required to ensure data availability</li> </ul> </li> <li>• List facilities and automated systems support requirements               <ul style="list-style-type: none"> <li>– Room, furniture, phones, fax</li> <li>– LAN, hardware and software requirements</li> <li>– Timeframe for installation testing of LAN</li> <li>– System and space “source selection sensitive” security plan</li> </ul> </li> <li>• Coordination of Plan               <ul style="list-style-type: none"> <li>– with CA team leader</li> <li>– with team members regular job supervisors</li> <li>– for obtaining assistance with MEO Program Manager</li> <li>– for getting graphics and other administrative assistance</li> <li>– for working with PWS, MEO, IHCE, and TP team leaders and members</li> </ul> </li> <li>• Process for ensuring schedule and quality compliance               <ul style="list-style-type: none"> <li>– Periodic reviews</li> <li>– Status reports to CA team leader</li> </ul> </li> <li>• QA representative appointment and interface</li> </ul>	<p>Identify individuals responsible for each element</p>	<p>Identify resources in man days, overtime, dollars, space square feet, number of PCs, etc.</p>	<p>Identify specific completion dates. Note key milestone dates that are in CA study critical plan path.</p>

### 3. INFORMATION GATHERING AND OTHER PREPARATION

#### 3.1 OVERVIEW

As discussed above, the TPP is based on the PWS, MEO, IHCE, and the TP and responds to the RFP. Consequently, information used in these documents is important to the drafters of the TPP. This Section looks at information gathered or generated in each of the A-76 Timeline steps that will be needed by the TPP team. It also reviews other preparatory action important for writing the TPP with the content and completeness necessary to decrease the probability of rejection by the IRO or of a requirement by the Source Selection Authority (SSA) for performance level adjustment (Step 14). The following subsections review the types of information and action that are important within each step of the *Succeeding at Competition* A-76 timeline. The TPP team's attention to these items will facilitate writing of the TPP.

#### 3.2 STEP 1: Plan for Commercial Activities Study

Establishing TPP information requirements and documentation format protocols during Step 1 is the most important factor in the efficiency and success of the TPP team. Information requirements for the TPP will be best satisfied by complete and thorough PWS, MEO, IHCE, and TP documents. Adherence to the A-76 *Supplemental Handbook* and OSO's *Succeeding at Competition* guide by the entire A-76 study team will normally ensure complete documentation.

Setting a format for all information generated during the entire A-76 process will significantly decrease the administrative burden during TPP development. All documents except for the TPP are usually developed for internal command use (or chain-of-command use). Format is normally not an issue as the possibility for reuse of information doesn't become apparent until TPP writing is started. The format requirement for proposals is normally not known until the RFP

is published. However, the contracting office that will issue the CA study RFP should be selected in Step 1 and it should be possible to determine proposal format requirements. The TPP team leader should request that this format be established as the standard for all CA study documentation. In addition, copies of documentation such as organization charts and preventive maintenance system Master Index Pages must be of high quality as they probably will be used to make copies for TPP work performance illustrations.

#### 3.3 STEPS 2 and 3: Develop, Review, and Revise PWS and QASP

A PWS that is accurate and detailed but outcome focused is important to the A-76 process and the TPP. It is important for the TPP team member to understand how outcome and performance requirements are developed. Understanding the relationship between the existing organization and processes and the performance required in the PWS is critical to the development of a comprehensive and accurate TPP. No specific documents need to be gathered for the TPP during this step. Instead the TPP team member should become aware of all performance requirements and ensure that the TPP team has the latest version of the complete PWS.

#### 3.4 STEPS 5 and 6: Presolicitation and Solicitation Preparation and Issue

Four types of information available during steps 5 and 6 are important to the TPP team. First, the results of marketing research may provide information on companies that have contracts to perform functions similar to those being studied in the A-76 study. Such companies will probably be competitors. Their prior successful proposals may be available as public information. The TPP team may obtain these proposals as they will provide an indication of

what the TPP may be compared against for performance equivalency.

Second, the results of the contracting office's question and answer dialogue with industry is pertinent to TPP development. Companies interested in providing proposals in response to the RFP will ask questions that will clear up ambiguities and focus on critical aspects of performance requirements. Often the PWS will be amended based on these questions.

During these steps RFP requirements are being developed and solidified. Proposal format criteria normally will be published in Requests for Information (RFI), and may be discussed at presolicitation conferences. This information will provide the TPP team with advance notification of formatting and other special proposal requirements.

The fourth area is somewhat subjective but will provide significant insight into the level of detail that the Contracting Office will expect in proposal performance specifications. Contracting offices that focus on significant detail in RFP requirements normally will expect to see a similar level of specificity in proposals. Those contracting offices that follow the intent and spirit of performance based contracting will expect proposals to address performance in achieving task requirements vs. the delivery of specified outputs. RFI and other presolicitation information should provide the TPP team with valuable insight in determining how to approach TPP documentation of MEO and TP performance.

**The TPP team should not participate or be involved in development of the source selection criteria and plan.** TPP team members must not have access to this information.

### **3.5 STEP 7: Develop the Management Plan**

As indicated in Template 2.5.1, at least one member of the TPP team should also be on each of the PWS, MEO, IHCE, and TP teams and be

cognizant of the assumptions, approach and processes used as a basis for these documents. This is extremely important to the teams success in producing a high quality TPP within the time constraints imposed by Step 8. (Steps 7 and 9 must be concluded before Step 8 can come to closure).

**The entire Management Plan (MEO, IHCE, TP, & TPP) contains source selection sensitive information and must be protected from access to unauthorized persons.** The TPP team leader should consult with the A-76 contracting officer to ensure that all requirements for protecting sensitive information are followed.

This step includes the TPP writing and production process and will be covered in more detail in Section 4.

### **3.6 STEP 8: Respond to Solicitation**

Immediately after RFP release, a period of time will be set aside for industry to ask questions of the contracting office regarding government requirements, evaluation etc. The TPP team should also ask any questions about the RFP requirements at this time. After the question cut-off date, the TPP team should, like industry, respect the contracting officer's responsibility for maintaining a level competitive environment for all competing proposers. The TPP team should respond to the RFP without additional interface with the contracting officer.

### **3.7 STEP 9: Perform Independent Review**

The TPP team leader should schedule a time for presentation of the TPP to the IRO. The presentation should brief the organization of the document, the TPP's approach to documenting how the transition will be managed and how the MEO will accomplish PWS requirements.

The IRO's task includes verification that the TPP and MEO can perform the requirements of the PWS within the resources provided by the

IHCE. However, **the IHCE is not provided to the SSA, and must be protected as source selection sensitive information.** The SSA may not have access to the IHCE until after step 14 performance equivalency determination has been made.

If the IRO finds the TPP or other documents deficient, specific information on deficiencies is required. In such case the TPP team leader should arrange for a debriefing by the IRO for the entire team. The IRO's debriefing comments, as well as written feedback and the revised MEO and IHCE, will be used by the team to revise the TPP.

### **3.8 STEP 14: Compare Government and Contractor Proposals**

If the Source Selection Authority (SSA) finds that the TPP does not equal the performance level of the selected industry best value proposal, the MEO, IHCE, TP, and TPP may require revision. In such case the TPP team members, who are also team members on the MEO, IHCE, and TP teams, must first assist in revision of those documents. During this revision effort they should gather information necessary for a rewrite or revision of the TPP. Once these documents are revised, the TPP team will reconstitute and revise the TPP. The revised MEO, IHCE, TPP must be presented to the IRO for certification (see Section 6.)

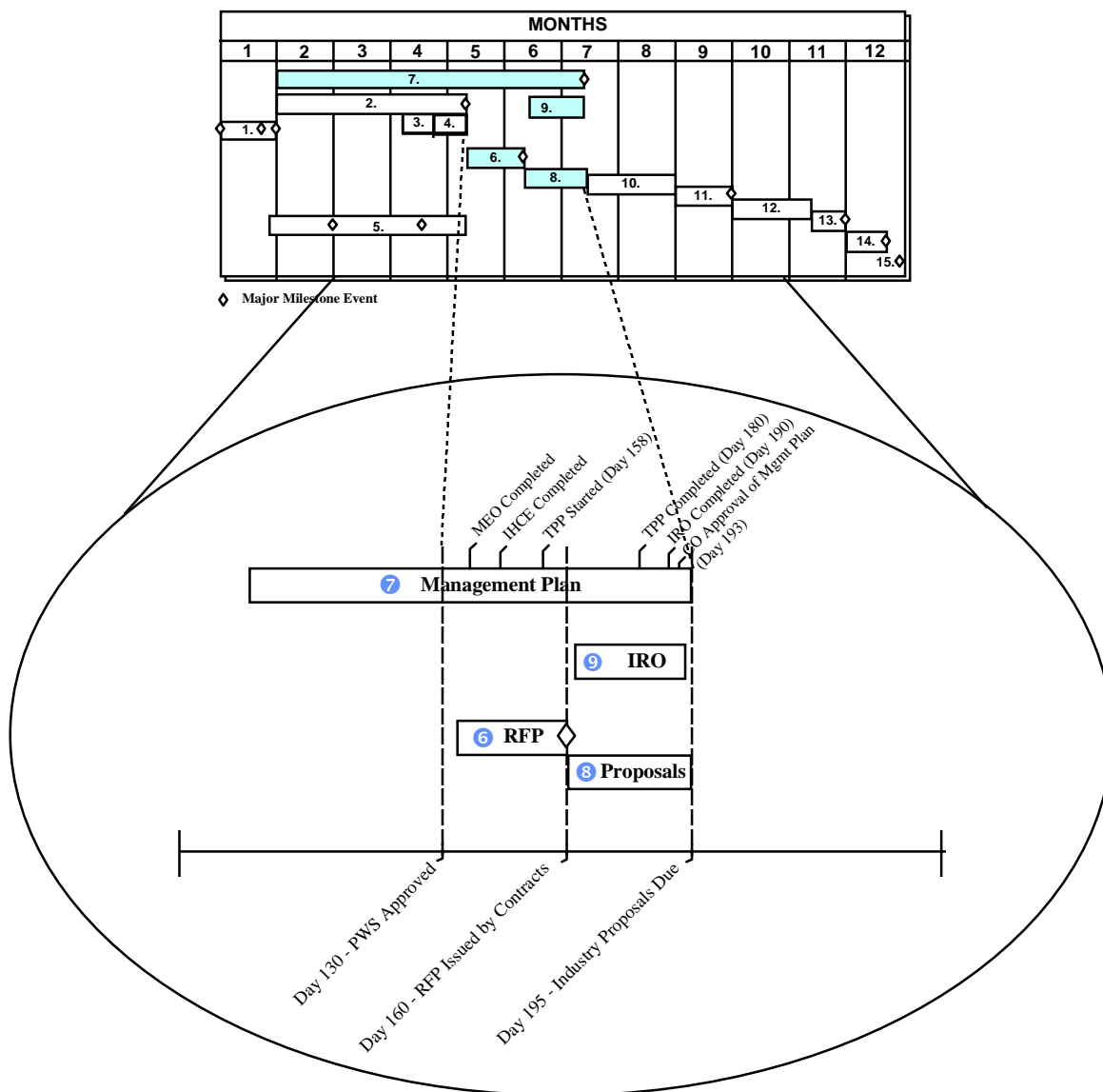
## 4. FACILITIES, EQUIPMENT, ORGANIZATION AND OTHER SUPPORT FOR WRITING AND PRODUCTION OF THE TPP

### 4.1 OVERVIEW

Exhibit 4-1 provides more detail for the CA Timeline Steps 7, 8, and 9. The Timeline allows 30 days for Step 8. Within this period the TPP portion of Step 7 must be finalized and Step 9, the IRO review, must be completed.

The actual process of writing the TPP will depend heavily upon command dynamics and organization, and the size of the function(s) being studied. This Section provides one of several approaches for the organization and writing of a competitive TPP. It should be tailored to meet the needs of the command performing the CA study.

**Exhibit 4-1: Steps 7, 8, and 9 Detailed Timeline**





The closing date for submission of private industry offers in response to the RFP may not occur until the IRO has approved the TPP (and Management Plan.)

Essentially the TPP must be completed within 3 weeks after release of the RFP. This is possible only if the planning, information gathering, and staff availability, as discussed earlier, have been accomplished and ascertained. Other preparation is also required to ensure that the TPP is produced during this short period.

## 4.2 FACILITIES PREPARATION

From Step 1 until 30 days prior to the release of the RFP, the TPP team requires only a secure place to store information and a conference area to have periodic meetings. Thirty days prior to RFP release, the team leader should be provided a TPP work area. **The space must be secure and capable of being locked to protect source selection sensitive information.**

Utilities must be available for late evening and weekend extended work hours. The space should accommodate the entire team over extended work periods, weekends, and holidays. A PC based LAN with a workstation for each team member and a printer is strongly suggested. Software to support the required TPP formats must be available on the LAN. To ensure the security of source selection information, the LAN should not be networked to other LANs. Copiers, fax, scanning capability, and phone access are also essential. The TPP work area should be out of the normal work area of team members to facilitate their full-time dedication to the TPP effort.

## 4.3 ADMINISTRATIVE SUPPORT

Word processing support requirements will depend on the skills of assigned functional personnel. However, at least one highly skilled word processing person is required part-time two weeks prior to RFP release and full-time one week prior to team startup. This word processing assistant should set up a data base of PWS, MEO, and TP files and information on the

LAN. Hard copies of files not available in electronic format should also be placed in the TPP space. The word processing assistant should establish, on the LAN and each PC, formatted templates for TPP development. Version control procedures to support TPP draft iterations, and backup procedures must be established. The LAN should also be set up to run backup routines frequently.

Other supplies such as binders for the TPP, adequate copy paper, etc., should be purchased in advance. Graphics support for the TPP cover page and printing support for final production of the TPP should be arranged in advance.

## 4.4 TPP INDEPENDENT REVIEWER

TPP team members will be too involved in the details of their writing to maintain the objectivity necessary for critical reviews. The TPP team leader should schedule a senior level individual as an independent reviewer of the final TPP draft. In addition, the services of an outstanding editor are recommended before the TPP goes to print. The reviewer and editor, if possible, should be individuals who routinely edit and approve command level correspondence. This is prior to and separate from the IRO conducting his review. This step is recommended primarily as a proofing step.

## 4.5 TPP SCHEDULE

The team leader should promulgate a preliminary schedule for TPP development prior to RFP release. The team must start full time work the day after the RFP release date. Upon RFP release, each member should be provided a copy with instructions to read Sections B, C, H, J, L, and M. The team leader should have a proposed final schedule with responsibilities and assignments ready for discussion with the team on the first team working day. In addition, the TPP team leader should prepare an RFP compliance matrix that relates the PWS requirements of the RFP, Section C, with the proposal requirements in Section L and the

evaluation criteria in Section M. (See template 4.5.1).

#### 4.5.1 Compliance Matrix

The TPP team leader should read and analyze the RFP and relate the task requirements (Section C/PWS) to the proposal requirements which will be found in Section L. Section M provides important insights on what the government feels is important in the performance of Section C task and other

requirements of the RFP. All Section L requirements should be addressed and priority should be placed on areas heavily weighted in Section M. The degree of specific compliance to RFP requirements should be based on consideration of the differences between how the TPP and industry proposals are reviewed and on the function(s) being studied. The TPP team leader should ensure that compliance requirements are understood by the entire team before starting the draft TPP.

**Template 4.5.1: Sample Compliance Matrix (RFP Sections C, L, and M)**

SECTION C (PWS REQUIREMENTS)	SECTION L (PROPOSAL REQUIREMENTS) (NOTE 1)	SECTION M (EVALUATION WEIGHT)
<ul style="list-style-type: none"> <li>- Resumes/key personnel background</li> <li>- Organizations, staff experience and numbers</li> <li>- Special qualifications</li> </ul>	Key Personnel and Staffing <ul style="list-style-type: none"> <li>- Personnel resumes</li> <li>- Staffing plan</li> <li>- Organization for performance</li> </ul>	30%
<ul style="list-style-type: none"> <li>- List task by task each task area</li> <li>- List subtask</li> </ul>	Technical approach to each task <ul style="list-style-type: none"> <li>- understanding</li> <li>- methodology</li> <li>- techniques</li> <li>- detailed procedures</li> </ul>	40%
<ul style="list-style-type: none"> <li>- List special facilities/organizational requirements</li> <li>- List government requirements for interface and reporting</li> <li>- List management performance requirements</li> </ul>	Management approach <ul style="list-style-type: none"> <li>- Program Management concept</li> <li>- Quality control</li> <li>- Risk management</li> <li>- Cost control</li> <li>- Schedule control</li> </ul>	20%
<ul style="list-style-type: none"> <li>- List areas where past performance is relevant</li> </ul>	Past Performance <ul style="list-style-type: none"> <li>- Experience with related tasks</li> <li>- Other contracts with similar tasks</li> <li>- References on past performance</li> </ul>	10%

**Note 1:** Compliance with the RFP requirements is different for the TPP team than for industry. For industry, the proposal is the only document available for the government to judge a company's capability to meet the RFP requirements. Government TPP reviewers and decision makers have other documents that provide information for their decisions. The TPP and other CA study documents will be used by the IRO and SSA (the SSA does not have access to the IHCE). The specific IRO and SSA tasks, as well as their access to several CA study documents, should impact decisions on how the TPP will be written in response to RFP requirements. The IRO must certify that the government's Management Plan can successfully accomplish the PWS requirements. The SSA must compare the best value industry proposal with the government's Management Plan to ensure that they will achieve the same level of performance and performance quality. In addition, strict compliance with resume requirements and past performance reference requirements of the RFP by the TPP is tempered by the fact that government personnel are already successfully accomplishing the required tasks.

Recommended approaches to typical RFP requirements are provided below. Specific IROs and SSAs may mandate other approaches. However, their requirements should be developed with full understanding of the intent and in consonance with the OMB Circular No. A-76 and its Supplemental Handbook.

Note 1 (continued)

Responding to Sample Tasks: Sample tasks may require proposals to respond to scenarios similar to what the government thinks may occur during actual performance of the PWS. The “correct answer” for such a task will normally be drafted for the Source Selection Plan by government personnel who are, or would be, actually performing the task. It would not be a productive exercise for the TPP team to locate the same government personnel and have them write the response to the sample task. Instead, the TPP team should ensure that the sample task events at issue are addressed in the TPP as part of the approach, techniques, tools, etc. for accomplishing the task area.

Resumes: RFPs frequently require resumes for key personnel being proposed to manage performance of a task/function. Requirements for education, experience, security clearances, etc. are specified as information needed on each individual's resume. Obviously the Navy determined these requirements based on the types of personnel currently performing the same or similar functions. It is not a productive exercise for the TPP to provide detailed resumes, particularly for individuals who are currently performing the function. These individuals already meet all requirements for their positions. An abbreviated resume that addresses only such specific requirements as education, number of years of experience, security clearance, etc. should be sufficient to satisfy all the RFP resume requirements.

Oral Presentations: Technical proposals are more frequently being provided by oral presentations. This is certainly an option for presenting the TPP to both the IRO and the SSA. However, because of the time involved and the demands on government employees, this is not a recommended approach for the TPP. Much of the information needed for the written TPP should be available in other documents and can be reformatted and revised for the TPP without a complete rewrite. Preparing an oral presentation would require significant work to develop a presentation format and visual aids, and for rehearsal. In addition, a presentation would be required for both the IRO and the SSA.

Past Performance: Past performance is a required evaluation factor for best value contracts and past performance references typically will be a requirement in RFPs. It should be assumed that the government's past performance for the function(s) is satisfactory. Past inspection reports and management information system data should be available to support past performance and should be used in the TPP. If the MEO has significantly reengineered the processes of the functions under study, the TPP may document the Navy's past performance by citing similar Navy organizations that have been operating successfully with similar MEOs and IHCEs (budgets).

Whatever RFP requirement may arise, a fundamental difference in the expectation of proposal response from private industry and from the government must be recognized. A Private industry proposal is responding to compete in a “best value” selection. The TPP is designed to document level of performance that must be judged by the SSA only as equivalent to the best value industry proposal. Keeping this difference in mind, the TPP team should use the compliance matrix to respond to all of the requirements of the RFP to the extent practicable.

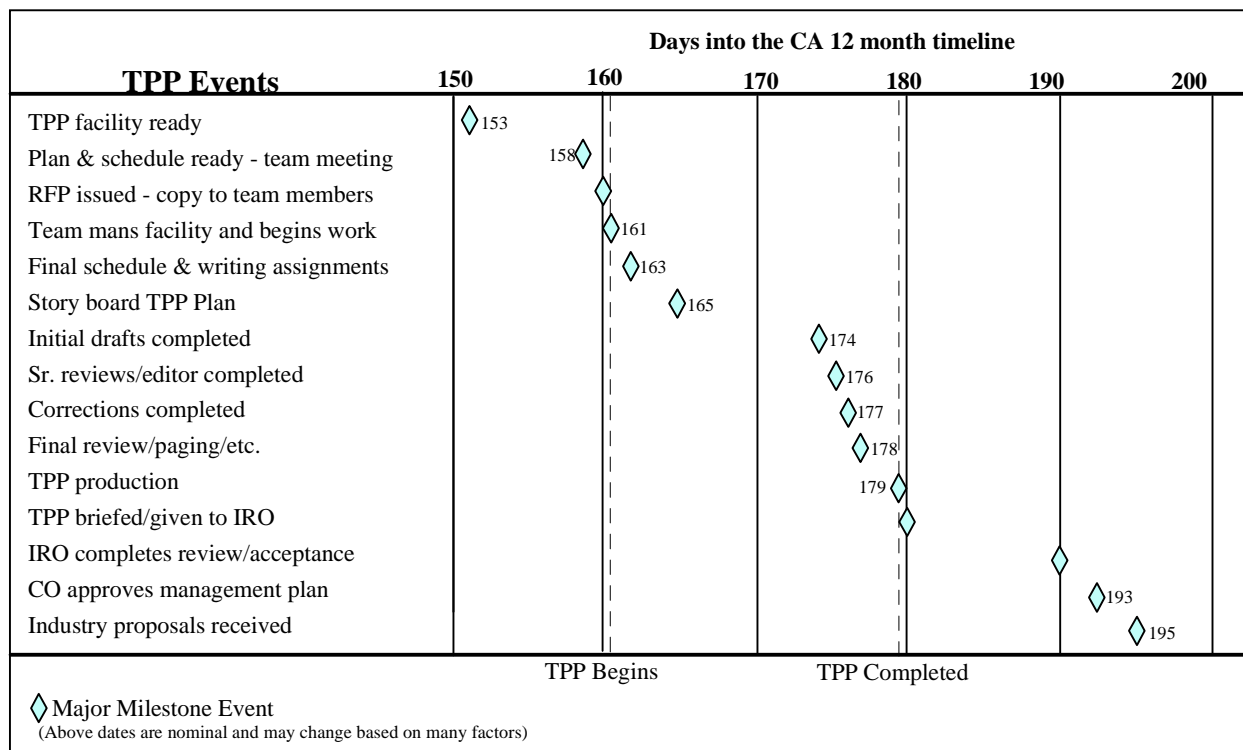
## 5. WRITING THE TPP

### 5.1 OVERVIEW

The TPP team should begin work no later than the day after the RFP is issued. Team members should not be expected to return to their normal jobs for two to three weeks. The TPP writing period will depend on the complexity of the particular A-76 study and on how comprehensive the information gathering efforts have been by team members who were part of the PWS, MEO, IHCE, or TP teams. After the TPP is completed, team members should remain on call until it is approved by the IRO. In

addition, the TPP writing facility should be retained and the team should be available for recall until the Source Selection Authority review and approval of the TPP. Exhibit 5-1 provides a nominal timeline for writing the TPP. The actual time may be adjusted appropriately to accommodate the complexity of the A-76 study. Particular attention must be made to the date that proposals are due from industry. **The TPP (and the Management Plan) must be approved by the Commanding Officer (CO) and sealed before proposals are received.**

**Exhibit 5-1: TPP Detailed Timeline for Writing the TPP**



## 5.2 TPP TEAM LEADER RESPONSIBILITIES

It is the responsibility of the TPP team leader to ensure that there is consistency in the TPP's structure and writing. The leader should review each writer's products frequently to make early adjustments as necessary. This review should be made in such way not to interfere with the team member's progress. The team leader is also responsible for keeping on schedule and providing the team with support and direction. The leader should have limited involvement in the detailed writing of the TPP and maintain the objectivity to overview the entire document.

## 5.3 MAINTAINING ELECTRONIC COPIES OF PWS, MEO, IHCE, TP AND OTHER DOCUMENTATION

The word processing assistant should have established a data base of all information gathered in previous steps including the complete RFP, (if electronic version is available) PWS, MEO, IHCE, TP, etc. on the TPP facility LAN server. File names and structures should be provided to all team members. Team members should be able to save documents or portions of documents to their working files but should not be able to modify the master copy of documents. Some standard forms and documents may not be available in electronic format. If scanners are not available for conversion, these documents can be inserted into the proof copy of the TPP prior to printing. The word processing assistant must adjust pagination accordingly to accommodate page numbering for the entire volume.

## 5.4 OUTLINE, FORMAT, AND LENGTH

The compliance matrix, Template 4.5.1, should be expanded to include: (1) where information is available; and (2) a designated team member

responsible for each Section of the TPP (see Exhibit 5-2). It is important that all team members, particularly those who have been on the PWS, MEO, IHCE, and TP teams, be involved in expanding the matrix. An awareness of previous work will facilitate reuse of existing information to fulfill the requirements of the TPP.

An outline must also be developed. Template 7.5.5 of the OSO's *Succeeding at Competition* (Exhibit 5-3) is a good starting point for an outline. However, the outline should be tailored to be responsive to the requirements of Section L of the RFP. Exhibit 5-4 provides an example of an actual outline that was based on a Section L requirement.

The team must also agree on a consistent format for addressing areas with multiple components such as the RFP Section C tasks. For example, each writer should address how the government will accomplish a Section C task by covering the same topic areas in the same order (see Template 5.9.1). The same format structure should apply when addressing past performance references, etc.

In addition, a writing style (first person, third person, present tense, past tense, etc.) should be established before writing begins. Keep in mind that several people will be writing the TPP, but the end product must be a cohesive volume from cover to cover.

Frequently, RFPs will provide a page limitation on proposals. The TPP should adhere to such limitation. If no limitation is set, the team should establish a page limit. The RFP page limit or the team's page limit goal should be allocated among the Sections and subsections of the TPP. This should be done based on the complexity of the subject matter to be covered and the importance of the Section or subsection as specified by the evaluation criteria weighting in Section M of the RFP. (See Exhibit 5-2)

**Exhibit 5-2: Sample Expanded Compliance Matrix**

SECTION L (RFP REQUIREMENTS)	SECTION M (EVALUATION WEIGHT)	WHERE INFO IS AVAILABLE	TPP AREA RESPONSIBILITY	PAGES ALLOWED (50 ALLOWED BY RFP)
Key Personnel and Staffing - Personnel resumes - Staffing plan - Organization for performance	30%	MEO Manager's current 171 MEO MEO	S. Burt (Also member of MEO Team)	Resumes normally not counted 15
Technical approach to each task - understanding - methodology - techniques - detailed procedures	40%	PWS, MEO and IHCE	B. Moeller (Also member of PWS Team)	20
Management approach - Program Management concept - Quality control - Risk management - Cost control - Schedule control	20%	MEO IHCE TP	M. Hovey (Also member of IHCE Team)	10
Past Performance - Experience related tasks - Other contracts with similar tasks - References on past performance	10%	Activities with organizations and staffing similar to MEO	K. Lentz (Also member TP Team)	5

**Exhibit 5-3: Technical Performance Plan — Outline**

A. Introduction
B. Understanding of the Scope of Work
C. Technical Approach
1. Approach
2. MEO Staffing and Organization
3. Training
4. Equipment and Facilities
D. Management Approach
E. Past Experience/Statement of Qualifications

*From Succeeding at Competition (Template 7.5.5)*

**Exhibit 5-4: Sample Technical Performance Plan — Outline**

A. Introduction
B. Understanding of the Scope of Work
C. Technical Approach
1. Approach - xxxx Operations
2. Approach - Equipment and Facilities
3. Most Efficient Organization
4. Training
D. Management Approach
1. Management Organization and Responsibilities
2. Transition
3. Customer Service
4. Quality Assurance
5. Budgeting and Cost Control
E. Past Experience
F. Appendices

## 5.5 VERSION CONTROL AND DOCUMENT BACKUP

Each team member drafting a separate Section of the TPP and the team leader will be editing and making rewrite recommendations. Keeping account of the latest version of all Sections will be difficult but extremely important. The word processing assistant must set up master files to store the latest version of the entire TPP. The first version of this file should be based on the TPP Section, subsection structure of the TPP outline. The master file should be in duplicate. Both a read-only and a working version are recommended. They should be backed up to floppy disk at least at the middle of each day and the end of the day. As Sections are written they should be imported into the master files by mutual agreement of team leader and Section writers. As Sections are revised based on editing and rewrites, they should also be imported into the master files. Team members must ensure that they are working with the latest version and provide the latest version for editing.

## 5.6 STORY BOARD AND DISCRIMINATORS

The TPP must document how the government will meet the requirements of the PWS with the MEO (as costed by the IHCE.) The Navy has estimated that MEOs will significantly decrease costs to accomplish ongoing activities. The TPP must present the government's story on how it can sustain a current level of performance normally at reduced cost and with a high probability of success. Private industry will be addressing the same issues in their proposals. The TPP team must determine WHY THE GOVERNMENT SHOULD WIN THIS COMPETITION and thread that story or theme throughout the TPP. Specifically, there should be a few strengths (3 to 5) that the MEO brings to the competition that define why the government can perform the activities being studied better than private industry. These are known as "discriminators" in the proposal process.

The proposed MEO manager should participate with the TPP team to determine the story or theme and discriminators for the TPP. The story or theme and the discriminators should be agreed upon by the MEO manager and the team and prominently posted in the TPP drafting facility. The story/theme and discriminators should be determined by the end of the second day of the TPP drafting period. Immediately thereafter, the individual responsible for each Section of the TPP should make a rough outline of the performance area to be covered, the approach for writing the Section, and the main story to be conveyed in the Section. It is best to place these brief Section outlines on a wall in the order of the TPP outline and let each member of the team present his or her Section to the entire team and an independent observer such as the MEO manager. This process is called "story boarding." It serves two purposes. First, it is a review to ensure that the theme and discriminators, and essential task performance elements, are being addressed completely. It also provides each writer with an overview of the entire TPP and promotes consistency in the approach to telling the governments performance story.

## 5.7 ASSEMBLING THE TPP DOCUMENT

Even with the best of planning, the final production of the TPP document is normally a management challenge. Sections of the document that can be completed should be assembled early in the TPP drafting process. Binder cover design and production, tabs, and other hard copy pages and illustrations or graphics that are not available in electronic format should be assembled and edited in advance of final production. Planning and requests for printing services should be arranged in advance. Detailed document production events are addressed in Template 5.9.2.

## 5.8 PRESENTATION OF THE TPP TO THE IRO

Once the TPP is completed the team should present it to the IRO. The TPP should stand on its own. Its organization should be clear and its content understandable by anyone with a cursory knowledge of the functional area under study and the contracting process. However, a 20-30 minute orientation briefing on the TPP will save the IRO much time and eliminate many questions later. Template 5.9.3 provides a suggested agenda for the IRO briefing.

## 5.9 TASK TEMPLATES

This subsection provides team members and the team leader with nominal examples to guide them in organizing and presenting the TPP document. These templates should be tailored to ensure the more logical and complete presentation of TPP materials. The following templates are included in these subsections:

- 5.9.1. Example of topic areas for addressing each task on Section C of the RFP (the PWS) consistently
- 5.9.2. TPP Production and Assembly Checklist
- 5.9.3. IRO Briefing Agenda

### 5.9.1 Topic Areas for Addressing Each Section C Task

Generally, Section L of the RFP will specify the types of performance information desired in the proposal. For example, Section L may indicate that “the offerors should provide information on their general approach to accomplishing the task in Section C. In addition, the proposal should provide methodologies, techniques, and tools which will be used for task accomplishment.” Section M may also indicate that “the offerors understanding of task requirement” will be an evaluated factor or subfactor. From these pieces of information the TPP team could develop a standard format for addressing each task in Section C or other requirements of the RFP.

### Template 5.9.1: Topic Standard Format

- **Understanding of the task**  
This area should be a short explanation of the task, its scope, problems and challenges and performance risks. (If risks are mentioned be sure to provide risk mitigation actions.)
- **Methodology for task performance**  
The overall methodology for accomplishing task requirements should be provided. For example, the Navy’s methodology for preventive maintenance (PM) is its 3M system.
- **Techniques**  
To follow on with the PM example above, a technique of the Navy’s methodology is the mandatory annual, quarterly, and monthly PM schedules and chain of command audits.
- **Tools**  
In keeping with an example above, tools would include a PC and data base that produce the schedules, the OPNAV 4790 Maintenance Index Pages, and standard hand tools used for PM.

These four topics in this sequence would be followed addressing each task area in Section C.

### 5.9.2 TPP Production and Assembly Checklist

Publishing any document with a quality outcome is difficult especially if it has components that are not part of a consolidated file. The TPP probably will include the pages in the LAN data base files, architectural diagrams and drawings, maps, and other hard copy materials. These documents must be integrated into proof copies of the TPP before production. Reviews, revision, editing, printing, assembly, and final document checks are required and inevitably will stress the entire process unless careful planning is done as far in advance as possible. The following checklist is provided as a guide and should be tailored to accommodate specific A-76 study needs.



### Template 5.9.2: TPP Production and Assembly Checklist

- Scheduling
  - Ensure that review time is blocked on senior reviewer’s calendar
  - Schedule graphics and printing services well in advance
  - Ensure utilities for TPP writing and production facilities are available beyond normal working hours
  - Schedule government’s MEO PM participation
- Special approvals
  - Overtime for team if required
  - Special priority for printing
- Order supplies in advance
  - Binders (estimate number based on limited distribution of “source selection sensitive materiel”)
  - Tabs
  - Copier paper
- Maximize advance assembly
  - Add covers to binders
  - Add complete appendices where possible
  - DO NOT add page numbers until final proof copy is approved
- Assemble complete document for printing
  - Assemble complete final “original” prior to printing and print on paper with binder holes prepunched
  - Page check every copy—copy machines can and do leave out pages
- Always maintain version control and backup!
  - Most important when crunched by schedule requirements and frequently the cause of disaster situations

### 5.9.3 IRO Briefing Agenda

The IRO’s review and approval of the TPP is a critical path item for completing the A-76 study on a 12 month timeline. Before receiving the TPP, the IRO should have reviewed and analyzed the PWS, MEO, IHCE and TP. A brief introduction of the TPP and its relationship to these documents will be helpful for the IRO. Such briefings should be given by the TPP team leader. All members of the TPP team should attend and key members may provide parts of the briefing. The following agenda is provided as a beginning point in organizing the briefing. When scheduling the presentation, the TPP team leader should give the IRO an opportunity to highlight areas of special interest or add agenda items.

#### Template 5.9.3: IRO Briefing Agenda

- Introduction
- Background on why TPP is part of process
- TPP organization
- Specific relationship to:
  - PWS
  - MEO
  - IHCE
  - TP
  - RFP
- Discussion/questions/answers
- Process for revision (if required)
- Availability of team members to answer questions

## 6. ADJUSTING TPP PERFORMANCE LEVEL

### 6.1 OVERVIEW

If the SSA finds that the TPP offers the same level of performance as the winning proposal from industry there will be no need to revise the TPP. If not, then the MEO, IHCE, possibly the TP, and the TPP will be revised to meet the level of performance offered by the best value industry proposal. Obviously, the TPP team members who were also members of other document teams will be required to work on those documents first. They should then be reassigned to the TPP team for TPP revision work.

The process outlined above in Section 4 should be followed when revising the TPP. Normally it

will not be possible to revise Sections of the TPP in isolation. Remember, much effort was put into the TPP to make it a cohesive document. Content changes may ripple through the entire document. Text modification will change pagination. Appendix changes could require changes throughout the TPP. Version and document control are just as critical for revision as for the original drafting.

Establish a schedule, set up the facility and LAN properly, assemble the team, and control the process. Expect the TPP revision effort to be an intense and highly visible process. But remember that this intensity will increase if the IRO or SSA rejects the TPP and requires further revision.